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ABSTRACT

Education occurs in many diverse settings, but the achievement of individual, societal, professional and vocational, corporate, and cultural and leisure goals is hindered by lack of interrelatedness among educating units. Duplication of educational efforts wastes resources; discontinuity of educational experiences impedes learning; and fragmentation of educating units results in unmet educational needs. The broad concept of education should be turned into a practical reality. In this reality, educating units from all sectors would be productively connected in a broad and comprehensive system of education. In such a system, individual educating units would continue to pursue their special goals but would also relate to and collaborate with other units in achieving all educational goals. Coordinated efforts would result in direct support and collaboration among diverse educating units. The system would not be a hierarchy, bureaucracy, government, or private institution, but would have sufficient structure to afford continuity in communication, collaboration, coordination, and problem solving. (JD)

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Beyond Schooling: Education in a Broader Context

Eugene W. Kelly, Jr.

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Beyond Schooling: Education in a Broader Context

By Eugene W. Kelly, Jr.

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5

Table of Contents

Introduction 6

Education Broadly Conceived 7
Educational System Limited in Practice 9
Toward a Comprehensive System 11
Education Broadly Defined 13

The Comprehensive Goals and Practices of Education ... 15
Goals of Education 16
Educational Goals in Diverse Settings 18
Toward a Comprehensive Model of Educational Practice 20

Education in Business and Industry 25
NCR Corporation 25
General Electric Information Services Company 27
General Foods Corporation 28
Business-Based Education 29
Toward the Future 29

Education and the Human Services 31
Education as a Human Service 32
Human Service Educators 34
Human Services Education 35

Planning for the Future of a Comprehensive System 38
The Present Situation 38
Issues and Problems 39
Getting to Know One Another's Work 42

Conclusion 44

Footnotes 45

Introduction

What do the Kansas City Public School System, the National Air and Space Museum, the General Electric Corporation, the District of Columbia Public Libraries, the United States Secret Service, the Child Development and Day Care Center of Tidewater, the United States Navy, the American Association of Retired Persons, and the Episcopal Church have in common? All are engaged in education, not just as sponsors of education, but in the direct delivery of educational service.

We tend to identify education with schools and colleges. But this is a much too limited view. Education takes place in a wide range of diverse settings throughout our society—in cultural institutions, human service agencies, business and industry, and recreational and leisure institutions, to mention only a few. In all of these settings, educating units are pursuing educational goals in keeping with the nature of the setting.

At present there is no systematic connection of education across diverse settings. Educating units operate independently of one another, frequently in ignorance of one another, and sometimes at cross-purposes. This lack of connectedness results in duplication, gaps, and discontinuity, and their attendant costs. Perhaps even more important, disconnectedness in educational practice works against the achievement of major educational goals for all our citizens.

This fastback will examine the issues related to developing working connections among educating units across diverse settings. Starting from a description of education broadly conceived, a comprehensive model of educational practice will be presented. The role of education in the human services, business and industry, and other settings will be discussed, and recommendations will be made for initiating a comprehensive system of education that includes educating units from all settings.

Education Broadly Conceived

First, a word about words. A reviewer once took me to task for proposing an "expanded system of education." He noted that the system, as he understood it, had expanded long ago. What he meant was that the *practice* of education had for some time been growing in organized ways outside schools and colleges. This is unquestionably true, but it misses the point of an expanded *system* of education. So at the outset I wish to make this point as clearly as possible, to state what is meant by "building a comprehensive system," as contrasted with expanded practice.

When I use the word system, I am thinking about something more than just the existence or coexistence of similar practices, people, and institutions. It is true that education long ago expanded into places outside the schools. Indeed, as I will stress later, this expansion of the practice of education is an important reason why the system of education should be expanded. For a long time there have been many forms of adult education in business, industry, and community agency settings. But—and this is my point here—the education that is taking place in different settings is not organized, either formally or informally, either tightly or loosely, into a working system.

This is not the place to go into a long discussion of systems theory. But clarity does demand that we not use the term *system* too loosely. So, for the purposes of this fastback, let me offer a brief, nontechnical definition of a system. A system is made up of parts that are related to one another in some important ways, and these interrelated parts have a certain order and structure to achieve common or similar goals. For example, a school is a system, and a school district is a system. A school is made up of parts (students, teachers, materials, etc.), that are organized and related to one another (teacher to learner, etc.), and there is an order and structure to achieve the goals of learning. The parts of the system work together (for better or worse), and an important change in one part of the system usually affects significantly other parts of the system.

Let us now apply the idea of a system to all the education that occurs in the United States. Does all this education—in schools, colleges, busi-

ness and industry, community and government agencies, and elsewhere—operate as a system? Certainly, not. This is not to say that there is no cooperation. One can cite many examples of conferences that bring together school and college people with business, community, and agency leaders. There are many projects and programs in such areas as vocational, cooperative, and community education that combine the resources of schools, colleges, community agencies, and industry. What is lacking is a comprehensive system of education, a system that would provide strong working ties among all educators in all settings throughout our society. Although education has expanded all over the place, it has not expanded as a system of education, and this is a situation that can frustrate many potential opportunities to improve education on a broad scale.

Let me illustrate. I recently attended a small seminar on teleconferencing. It was conducted in a very well-equipped "classroom" of a large corporation. The total presentation—lecturette, film, demonstrations, and discussion—was very well done. It was a case of very good education. The sad part is that there is no tie between this excellent educational facility in the technical/corporate world with the local school system or local institutions of higher education. Would it not be helpful for this facility and its resources to be available to some students outside the corporation's employees and customers? Is it just dreaming to think that this facility, and thousands of others like it, might not be systematically available for education beyond immediate corporate purposes?

Of course, it is possible to cite cases in which there is school/industry/community cooperation. To cite just one of hundreds, in the Summer On The Move Project, Kaiser Aluminum and Chemical Corporation effectively collaborated with the Oakland School System and the School of Education of the University of California at Berkeley to provide jobs and education for about 200 unemployed high school students in Oakland. The National Center for Research in Vocational Education has studied and reported on many successful projects where businesses, schools, colleges, community-based organizations, and youth training programs have collaborated and coordinated their activities. However, as worthwhile as these projects are, they do not add

up to a comprehensive system of education. They are a step in building a system and a sign of how things might be on a larger scale.

One final introductory note about the word *system* as it is used here. As stated earlier, a system is certainly more than the coexistence of similar practices, in this case more than the coexistence of unconnected educating units scattered throughout society. But it is also less than a rigid, closed, and hierarchical bureaucracy coordinating everything and everybody from a central point. A comprehensive educational system would not be organized like a school district with a superintendent or a university with a president. It would, however, have enough internal identity and channels of communication so that educators in one setting would identify with those in other settings, and all would work toward some common goals with some coordination of effort.

Educational System Limited in Practice

When presented with the proposition, "Education occurs in many diverse settings and is delivered in many different ways," there are few who would question it. However, not everyone understands the statement in the same way or agrees on its implications. Educators working in fields such as adult education, human resource development, youth employment training, and museum education are keenly sensitive to the immense amount of education that occurs outside of schools and colleges. Other educators, many of them school and college professionals, as well as many lay persons, tend in practice to identify education with schools and colleges. For many, education is formal education, and formal education is something that happens in schools and colleges. Nonschool educators rightly dispute this narrow view of education, but it continues to linger with unfortunate results.

The narrow view of education turns up in a variety of ways. For example, when the U.S. Department of Education was established in 1980, it was primarily a department of schools and colleges. Without arguing the merits of whether or not there should be such a department, and while acknowledging that it does contain nonschool educator advocates and program offices such as adult education, vocational education, and rehabilitation services; nevertheless, it was built primarily on a concept of education that is closely tied to schools, col-

leges, and closely related agencies and institutions. Such fields as human resource development, youth employment training, human services education, and museum education appear to play only minor roles in defining the Department's concept of the scope of education.

A reluctance to accept a broad conception of education also turns up among teacher educators. While there is a growing movement among teacher educators to expand the role of schools, colleges, and departments of education, there are others who argue that teacher education should be limited to the training of school teachers and other school personnel. This may now be a minority view among teacher educators, but it is a viewpoint that perpetuates a fragmentation of educational practice and militates against a comprehensive system of education.

Another indication of the fragmentation in education turned up in a conversation I had about a year-and-a-half ago with an officer of the National Council for the Accreditation of Teacher Education (NCATE) regarding the Council's budding interest in nonschool educators. Despite this interest, at that time NCATE had not made contact with officials in the American Society of Training and Development (ASTD), the world's largest association of nonschool educators and trainers.

None of these examples is cited to assign blame or to find fault. In every case, persons are acting energetically to carry out their responsibilities as professional educators. History, politics, economics, as well as philosophical opinions about education, all play a role in how the Department of Education, schools of education, and educational accrediting agencies view the universe of educational practice. However, at this time—despite many individual exemplary projects, despite the advocacy of adult, vocational, and human service educators, despite the efforts of school educators to integrate community education with schooling, despite scholarly support for a broad definition of education, despite the outreach efforts by business and human service agencies to schools and colleges and vice versa—despite all these efforts, there is still much disconnectedness in education. There is no comprehensive system. Education does take place in many settings, but the connections are often weak or nonexistent. And at present there is no system for making the connections.

Toward A Comprehensive System

On the positive side, efforts that can lead to a comprehensive system are being made in many sectors. Several years ago John Goodlad spoke of the need to put together a "healthy ecosystem for the education of all," which would include complementary roles played by various educating components in our society.[1] He noted then that it was a complex and challenging task. It is still a complex and challenging task, but there are growing indications that the task is achievable. It will be useful to look at a few of these efforts.

As mentioned earlier, in the field of vocational and adult education, there is a continuing tradition of programs and projects for coordinating school, college, industry, and community-based educational and training efforts. Community education councils have worked toward such coordination for a number of years—sometimes successfully, sometimes not. Many school districts have programs of community education in which local schools are used to deliver a variety of educational human services. A major purpose of such programs, as stated in the Community Schools and Comprehensive Community Education Act of 1978 is "to provide collaboration [of the schools] with other public and non-profit agencies—educational, recreational, cultural, and other related community and human services—in accordance with the needs, interests, and concerns of the community through the expansion of community education programs." This is certainly a giant conceptual and practical step toward achieving a comprehensive system.

The growth of education and training in business and industry has been phenomenal. It is estimated that business spends $40 to $60 billion a year on education and training. Many corporations not only operate sophisticated programs for employees and customers but also offer credit and degrees, some in collaboration with institutions of higher education, others in their own institutions. Seymour Lusterman describes this massive educational enterprise in business and industry and says that it is already a part of the educational system.[2] My only point of disagreement with him is that connections between school and nonschool educational endeavors are too disparate and too few to say that these endeavors are all part of one system. We will be able

to speak of a system, and more importantly, reap the benefits of a system, when organized, working connections are closely established among all educational settings.

In the human services arena—including such services as public health, family support, nutrition, income maintenance, rehabilitation, substance abuse prevention, delinquency prevention, housing, safety, recreation and cultural activities, child day care, and programs for senior citizens—there is a significant amount of education. Examples are many, and to cite just a few, include such programs as the lifelong learning activities of the American Association of Retired Persons, the museum education programs of the Smithsonian Institution and other museums, the family life and family planning education provided by many community-based organizations, community and business sponsored educational programs on public and commercial television, and guided reading and discussion programs in public libraries. Some human service educational programs have close ties with schools and colleges or with one another; others do not. Some school and college programs, such as cooperative education, schools-without-walls, or external credit programs, formally incorporate out-of-school, human service type learning. In 1980, a report of the Carnegie Commission strongly encouraged much more out-of-school learning for high school students. With the development of clearer lines of communication and working connections, it is not unthinkable that the rich educational activities in the human services arena could have formal links with schools and colleges. This is not a new idea nor a new practice. Again, what is lacking is a comprehensive system that would make such linkages the norm rather than the exception, the expected practice rather than the unexpected.

Another movement with positive implications for a comprehensive educational system is occurring in schools, colleges, and departments of education (SCDE's). Writers such as Chenault and Burnford[3] and Nash and Ducharme[4] have described the opportunities, problems, and requirements that face SCDE's as they move into training professionals for the human services. The American Association of Colleges for Teacher Education has continued to expand its attention to the role of SCDE's in nonschool education through conferences, such as the 1979

AACTE Human Services and Teacher Education Conference in New York, and through publications such as the booklet *The Practice of the Profession of Education in Diverse Settings*. While not all agree on the deliberate expansion of teacher education into nonschool areas, there is little doubt that in fact this expansion is already taking place in SCDE's. In 1979 AACTE published an abstract of 30 nonschool training programs, and this did not include all such programs. It is unlikely and probably unwise that educators of all kinds should go through programs in SCDE's. However, the growing acceptance of the education, at least in part, of nonschool educators in SCDE's has positive implications for increasing working connections between school and nonschool educators. Not only does collaborative training mean that school and nonschool educators will benefit from one another's expertise and experience, but also that channels of understanding and communication are initiated among school and nonschool educators early in their careers.

There is no doubt that education—real education, not some watered-down idea of education—takes place in many settings. There is no doubt that a number of scholars, researchers, policy makers, and practitioners have worked hard and sometimes successfully to establish productive connections between education in different settings. But, as yet there is no comprehensive system of working ties and interdependent relationships among educators and education units in diverse settings.

Education Broadly Defined

Up to this point I have stressed that a comprehensive system of education does not exist in practice. But this is not all. Even at the conceptual level, not all educators, much less laypersons, agree on a definition of a comprehensive system of education. To those who are impatient with abstractions, it may seem futile to speak of the lack of such a definition as a problem. However, without a comprehensive definition of education and without fairly widespread agreement on that definition, the establishment of a comprehensive system is unlikely, or at least its realization will be impeded. So, notwithstanding some persons' suspicions about the power of abstractions, I shall present a broad

definition that would undergird a comprehensive system of education.

Fortunately, Lawrence Cremin has formulated a lucid definition of education broadly conceived. Education, according to Cremin, is "the deliberate, systematic and sustained effort to transmit, evoke or acquire knowledge, values, attitudes, skills, or sensibilities, as well as any learning that results from the effort, direct or indirect, intended or unintended."[3] This definition, which provides a conceptual framework for a comprehensive understanding of education contains key ideas for identifying the interrelated threads of theory and practice that give unity to education across diverse settings. It offers a base for a model of education that encompasses different educational practices, all age levels, and diverse educational settings throughout society. It is a broad definition of education that supports the building of a comprehensive system of education.

On the foundation of this definition it is possible to spell out five major characteristics of education in a comprehensive system:

1. Education is a broadly conceived enterprise. It encompasses a wide, systematic, and evolving body of knowledge, skills, attitudes, and processes that focus on and promote human learning, growth, and development.

2. Education, broadly conceived, is conducted in many diverse settings. Its major traditional association has been with schools and colleges. But no less importantly, education is carried out on a vast scale in many nonschool settings.

3. Education is delivered in many different ways. In addition to formal or traditional teaching methods, education is also delivered by way of large and small group facilitation, consultation, supervision, counseling, and telecommunications, to mention only a few.

4. Education is practiced in several different roles. Teacher is the role traditionally associated with education. There are, however, many other educator roles such as parent, youth employment trainer, community agency counselor, media specialist, supervisor, educational journalist, and human service specialist.

5. A fifth characteristic of education, namely its developmental, rather than remedial or mechanistic focus, will be discussed more fully in chapter two.

The Comprehensive Goals and Practices of Education

The idea of a comprehensive system of education does not appeal to everyone. An objection recently put to me was that education is so diverse and has so many meanings that it is neither possible nor desirable to integrate all of it into a system. The best we can hope for, perhaps the best we should work for, is the development of many independent and varied connections at the local level.

This is not a trivial objection. As was indicated in chapter one, education is diverse and is delivered in many ways in a variety of settings, some with linkages, others with none. And all of this is happening without a system. Isn't it sufficient, therefore, to allow education, however it is understood, just to expand in independent local settings as needed or desired? Will not linkages among settings be established as needed?

This laissez-faire approach to education can be attractive. It does not raise the awful spectre of a bureaucratic system with central controls. It allows us to avoid the bother of seeking some precision in defining the elusive concept of education. It encourages the expansion of education, presumably everywhere, while suggesting very little direction and certainly no regulation.

A response to this objection is difficult but desirable. Difficult, because the reality being grappled with is so broad and diffuse, so unintegrated at present, that many initial attempts to describe the shape and dynamics of a comprehensive system will almost certainly miss some elements of the vast enterprise of education. Therefore, let it be clearly said that this proposal for a comprehensive system, while aiming to be clear, specific, and broad, is necessarily tentative and incomplete.

A serious consideration of a comprehensive system is desirable because, unlike a hands-off approach, a system offers an opportunity to achieve the broad goals of education across all settings, to improve the delivery and practice of education within settings, and to establish the benefits of education in settings where it is weak. It is necessary, there-

fore, to spell out more fully what these goals are and how they relate to various settings. Also to be considered are the relationship between various educational practices or methods and different educational settings.

Before moving into a discussion of goals and practices, it is useful to recall two points from chapter one. First, education broadly conceived is not so broad as to mean everything and therefore nothing. Cremin's definition (see page 14) is both comprehensive and delimiting. Second, a system means the establishment of clear, working, and purposeful connections but does not imply centralized control, a hierarchy of authority, or rigid patterns of operation.

Goals of Education

Many institutions in our society have units or subdivisions that are responsible for some type of education. For example, many museums and performing arts centers have education departments and educational programs, such as the education department at the National Portrait Gallery or the educational program at the Kennedy Center. Education and training is commonplace in business and industry, and many corporations have elaborate education and training units, such as the International Training Center of the General Electric Corporation. Community and human service agencies sponsor a wide range of educational programs, such as family education at United Way Centers or nutrition education at social service agencies. This list could go on. In each of these settings—business, human services, recreational, etc.—the nature and purpose of the setting shape the educational content, methods, and goals of the setting. For example, the content of education in business and industry is specifically vocational, and the ultimate goal is to sustain or enhance profits. In professional associations, education programs typically focus on increased professional knowledge and skills. Cultural institutions such as museum and art centers offer programs related to cultural heritage and the fine arts. Human service agencies usually offer educational programs oriented toward fundamental issues of living, such as nutrition and income maintenance. Occasionally, some of these institutional or agency settings offer educational programs only indirectly related to their central purpose,

e.g., investment programs offered by a medical association; but this is the exception rather than the rule. In this regard it is worth noting that perhaps only in the schools does educational content range across the full spectrum of basic, liberal, vocational, cultural, and leisure studies.

Thus, with the exception of formal schooling, educational content and educational goals and objectives are highly specific and categorical according to the setting within which the education occurs. As a rule, each setting accepts responsibility and accountability only for its own purposes, leaving the achievement of other purposes to other settings. For example, industry deals with job-skills training and leaves liberal education to schools and cultural institutions; social service agencies deal with social coping skills and leave basic literacy to the schools; liberal arts colleges deal with the humanities and leave vocational skills to business and industry. This, of course, is understandable because education in a specific setting must first serve the purposes, goals and objectives of that setting. But this can also be a serious problem for education generally. When important educational goals (e.g., basic literacy, liberal learning, vocational skills, citizenship, etc.) are too rigidly separated among various educational settings (schools, colleges, businesses, community agencies, etc.) or, to put it another way, when a specific setting limits its efforts to the achievement of one narrow, albeit important, educational goal, then those who are being educated may find their overall education unnecessarily fragmented and sometimes conflicting and limited. Certainly, educational goals must be specific and categorical according to the nature and purpose of the educational setting. But the overcategorization and fragmentation of educational goals, responsibilities, and accountabilities according to setting also work to impede the full achievement of all major educational goals for all persons.

A major aspect of a comprehensive system of education would be some redistribution of responsibility and accountability for all educational goals across diverse educational settings. That is to say, each setting would be connected with other settings in an overall system so that all major educational goals (e.g., basic literacy and liberal learning, career and vocational skills, social skills, cultural enrichment) could in some way be reinforced and advanced in each setting. Each educating

unit would be part of a total educational system, and this system would function to enhance an overall understanding and a sense of responsibility for the achievement of all educational goals by all units working collaboratively. Of course, each educating unit, that is, the educational program in each specific setting, would continue to educate its clientele primarily according to its own nature and purpose. A comprehensive educational system would not interfere with, but rather support and enhance, the achievement of specific goals in specific settings. But beyond these setting-specific goals, a system would provide a working network in which diverse settings could assume appropriate responsibility for contributing to the whole system and would, in their own specific educational work, reinforce and support educational goals of other settings.

As a step toward considering responsibility for educational goals within a comprehensive educational system, it will be useful briefly to discuss these goals and their relationship to various settings. A proposal for action will be outlined in chapter five.

Educational Goals in Diverse Settings

The goals of American education have been defined in several different, but highly related, ways over the past 100 years. For example, in 1918 a commission of the National Education Association defined the Cardinal Principles of secondary education as health, command of fundamental processes, vocation, worthy home membership, citizenship, worthy use of leisure time, and ethical character. In 1938 the Educational Policies Commission of the NEA issued *The Purposes of Education in American Democracy*, which described about 40 specific objectives in categories of self-realization, human relationships, economic efficiency, and civic responsibility. It is noteworthy that these objectives, although defined by professional educators primarily in relation to schooling, actually encompass broader societal goals associated with many nonschool educating units, such as the family and religious, social, and business institutions.

These are thoughtful and useful statements about educational goals and objectives. However, since I am proposing a comprehensive system that would include education in diverse settings, school and

nonschool, it will be useful to reconsider educational goals in relation to broader educational settings. To this end, the goals of education may be defined according to five major areas of human activity: 1) individual, 2) societal, 3) professional/vocational, 4) corporate, and 5) cultural/leisure. My purpose in describing educational goals in this way is to propose a common base of understanding for making connections among the divergent and convergent goals of diverse settings. For example, if educators in business and industry understand and appreciate not only their own setting-specific educational goals but also the goals of other settings (e.g., liberal arts learning in colleges), and if they see how these different goals are complementary, then the possibilities for systematic connections and mutual support are enhanced.

Educational goals in relation to five life spheres may be described as follows.

1. The Individual Life Sphere. The educational goals in this sphere are related primarily to the personal development and well-being of individuals. Included here is the acquisition of social skills, basic literacy skills, personal-enrichment skills, and liberal learning. These goals are associated especially with education in the family, the neighborhood community, schools and colleges, cultural institutions, and religious institutions.

2. The Societal Sphere. The major goal in this sphere is the common welfare of society and the health of the state for its citizens. Education here focuses on citizenship and community involvement skills and is generally associated with schools, human service agencies, and religious institutions.

3. The Professional and Vocational Sphere. The goals of this sphere involve the delivery of professional and commercial goods and services. Included most prominently are work, professional, and career skills. These skills are associated primarily with vocational, professional, technical, and trade schools and colleges, with employment training in business and industry, and with continuing education in professional and trade associations. This sphere, while certainly overlapping with the corporate sphere (see #4), is listed separately in order to emphasize the development of professional and vocational skills in themselves

(e.g., medical healing skills), irrespective of fees received for such skills.

4. The Corporate Sphere. The educational goals in this sphere are related ultimately to the production of wealth and profit. They include a wide range of business and job-specific skills necessary to profitable productivity. These skills are developed mainly in the extensive training and educational programs operating in many businesses and industries. This sphere overlaps with the professional/vocational sphere but is described separately in order to stress the legitimacy of the production of wealth as an important condition to the welfare of individuals and society.

5. The Cultural and Leisure Sphere. In this sphere educational goals are related primarily to cultural enrichment and leisure skills that enhance the personal and social quality of life. They are associated generally with cultural institutions, such as museums, art societies, and libraries, and with recreational institutions, such as parks and tourist and travel agencies.

Obviously, this is not an exhaustive listing of all educational goals. It is not offered as the only way to conceptualize these goals. The various life spheres certainly overlap, and reasonable arguments could be made for a different arrangement of skills and settings in the various spheres. However, this ordering of educational goals, skills, and settings according to major life spheres is sufficiently comprehensive and reality-based to provide an initial point of understanding for discussion and networking among educators from diverse settings.

Toward A Comprehensive Model of Educational Practice

As a conceptual basis for a comprehensive system of education, Cremin's broad definition of education has been presented, and a comprehensive arrangement of educational goals according to major life spheres and diverse educational settings has been proposed. Now I shall propose a model of education that relates the broad categories of educational practices to diverse settings and various life stages.

An overall characteristic of this model of education is its developmental rather than remedial or mechanistic focus. This was alluded to in chapter one as a fifth characteristic of education broadly conceived. Unlike the medical model that emphasizes diagnosis and remediation,

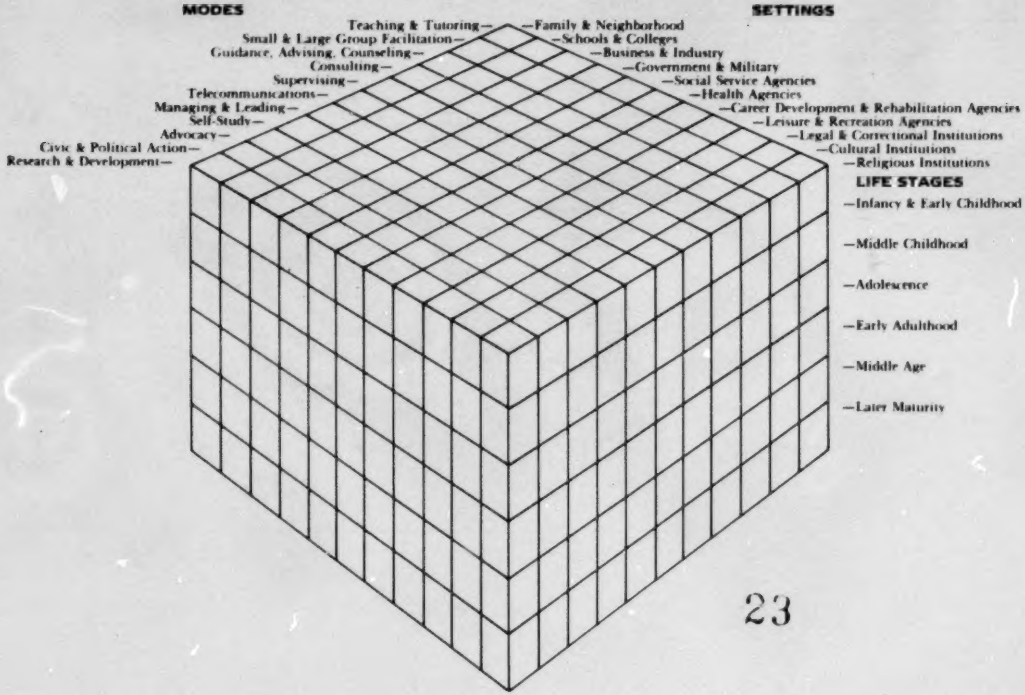
or a social work model that emphasizes intervention in cases of extreme personal and social distress, or a management model that subordinates human resources to productivity goals, the educational model emphasizes the human potential for learning, growth, and development. This is not to say that education is not also practiced for remedial or production purposes; of course it is. But the major thrust of education is to provide timely learning at all the major developmental stages of a person's life and career. Education is not just a long list of methods and practices. It is an overall approach, in which strategies stress problem prevention, encourage maximum personal growth and social participation, and build on strengths rather than focus on deficits.

At the most generic level, education is a body of knowledge, skills, attitudes, and processes that promote human learning, growth, and development. It is practiced in many settings and at all developmental life stages. The diversity of educational practice is tied together by a body of interrelated philosophical approaches, theories, hypotheses, research, skills, and values that focus on providing all the conditions necessary for effective learning and growth.

At the practical level, education may be represented along three dimensions: 1) modes or methods of educational practice, 2) settings for educational practice, and 3) life stages of learners. These three dimensions are illustrated in figure 1.

The first dimension, "Modes," lists the methods or activities by which people learn. The eleven major categories encompass a broad range of educational activities. Some, such as teaching and tutoring, will be easily recognized as educational activities. Others, such as managing and leading or civic and political action, may at first seem out of place as modes of education. However, on reflection, it becomes clear that an activity such as leadership may require considerable skill in order to educate others. An effective leader must possess communication and persuasion skills with individuals and groups. Leadership without an effective education component may result in authoritarianism or impotence. Likewise civic action, even advocacy, requires important educational tools. One need only think of campaigns for highway safety, environmental protection, child nutrition, and reading through the Reading is Fundamental program.

Figure 1 **The Practice of Education**



My purpose in presenting so many modes of educational activities is not to suggest that there is an education component in every human activity. What this listing does is make explicit how education is delivered in diverse areas of life. These modes obviously overlap. For example, the generic term *teaching* contains many specific techniques from the other categories. Advocacy is frequently a part of political action, and management utilizes small group techniques. Nevertheless, a distinction among these categories is useful in making explicit in how many diverse ways education directly occurs.

The prominence of a particular educational mode will be different in different settings. For example, social service agencies may rely primarily on such modes as guidance, advising, counseling, advocacy, and civic action; while schools and colleges primarily use classroom and laboratory teaching techniques. In a comprehensive educational system there would be increased possibilities that these diverse educational modes, each with its own special effectiveness, would be more widely shared and used in all settings.

What are these settings? This brings us to the second dimension of the educational model shown in figure 1. This dimension of the model attempts to give a comprehensive answer to the question, "Where does education take place?" It is obvious that the answer is not just schools and colleges. On the other hand, it is not helpful to answer simply, "Everywhere." Let us acknowledge right off that it is possible to categorize educational settings in several different ways. The list of settings in figure 1 is, however, comprehensive and indicative of major settings in which education occurs. These settings represent distinct, albeit overlapping, areas of important human activity. Such a list makes explicit how widespread is the practice of and responsibility for education and also indicates how disconnected education is as long as there is no comprehensive system. On the positive side, a list of specific educational settings provides a base for recognizing and tying together the components of a comprehensive system.

The third dimension of the model illustrates how education takes place across the entire life span. This dimension is certainly not new to adult educators or to infant and early childhood educators. The point here is to make explicit how education is important at all life stages. It

would be possible to expand this dimension to include more discrete life stages, especially at the adult level where research is providing a more sophisticated understanding of more discrete stages of human development, but the broad categories listed here serve the purpose of signifying education's role over the whole life span.

To view education in this comprehensive way puts us in a strong position not only to achieve all the broad goals of education and enhance the methods of education, but also to identify more clearly where education is weak. To illustrate this, let me refer to a conversation I had with a colleague, a professional educator, who bridges the worlds between professional education and the travel and tourism industry. Based on his many years of successful experience in preparing and running education/travel programs, he states that the travel and tourism industry does not give enough attention to the vast educational implications of the industry. There are many reasons for this. But, certainly, as long as the educational establishment (understood traditionally as schools and colleges) and the travel and tourism industry stand worlds apart, outside any connecting system, education will probably continue to falter in travel and tourism, and, on the other side, schools and colleges may miss some of the educational riches of that industry. And this is only one of many possible examples.

Education in Business and Industry

Education and training have an immense and important place in business and industry. Look behind any household business name—McDonald's, Holiday Inn, IBM, General Electric, Xerox, General Foods, to mention only a few—and you will find large and sophisticated educational programs for employees, clients, and customers. Casually review at random several issues of the *Training and Development Journal* and you will see how seriously and carefully education in industry, commonly known as human resource development (HRD), has been and is being developed by professionals in the field. Various estimates are given on annual expenditures for education in business and industry; they all range in the tens of billions of dollars. AT&T alone spends about $1 billion a year on its educational program for its employees.[6]

An excellent resource for understanding the nature and scope of training, education, and development in business and industry, as well as elsewhere, is *Developing Human Resources* by Leonard Nadler. His lucid and useful distinctions between training (job-related) and education (oriented to individual growth) have important practical implications not only for business, industry, and other nonschool settings but also for schools and colleges. He shows, with many industry-based examples, how HRD (training, education, and development) permeates business and industrial organizations and how increasingly it is being organized systematically in specialized HRD units, especially in large corporations.[7]

To get a concrete picture of HRD in business and industry, it is useful to take a look at education and training components in several selected corporations.

NCR Corporation

The NCR Corporation manufactures, markets, installs, and services business information processing systems worldwide. According to Theodore J. Settle, Program Development and Evaluation Director for the Corporation's Management College and Career Development

Center, "Education is a high-priority activity at NCR."[8] In 1979 NCR enrolled approximately 85,000 students. In 1980 NCR increased its student enrollment to about 102,000 students, an increase of about 20 percent in one year. The corporation's students include both customers and corporation personnel. NCR's Computer Science Institute provides customer education and internal education for professional and technical personnel. The NCR Management College and Career Development Center offers management education and career development programs for corporation personnel in the United States and worldwide.

NCR's educational facilities and resources are extensive. Settle describes them this way:

> Instruction is offered in the NCR Corporate Education Center, two regional education centers and five satellite teaching facilities which are geographically distributed across the United States, 24 national and international Development and Production facilities, and in most of the 120 countries in which NCR transacts business in order to bring education closer to the student. One of these facilities, the Corporate Education Center, is equipped to provide over 200,000 student-days of education annually. Classrooms are equipped with a full range of audiovisual aids, closed-circuit television systems, and speaker systems. Two large classrooms are wired for six-language translation, indicating the Center's ability to accommodate international clientele; and one area of the Center has been set aside for demonstration rooms where customers can view NCR's product line in operation.

In 1979 NCR was using about 800 full-time and part-time instructors in some 650 courses. In these courses, instructors employed a wide range and combination of teaching methods, including self-instruction materials, group exercises, videotapes, role-play situations, and traditional classroom instruction. Courses ranged in length from several hours to several months, were offered at least once a year, and totaled more than 525,000 student-days. Course topics, reflecting the corporation's continuing requirement for high-level technical, professional, and managerial expertise, included such areas as telecommunications, computer programming, sales management, and executive development.

Noteworthy, in addition to its impressive internally sponsored edu-

cation activities, is NCR's interest in maintaining and building bridges with institutions of higher education. Settle illustrates this interest by citing NCR's collaborative efforts with the University of South Carolina, Columbia University, and Cornell University. He recommends an increased dialogue between industry and higher education and makes several concrete suggestions to facilitate this dialogue. Some of these suggestions, such as colleges contacting area industries regarding the availability of their facilities for site visits and initiating exchange programs between faculty and industry representatives, could be used to expand education-industry dialogue to include secondary schools as well as colleges. Additionally, a comprehensive system of education would further facilitate this dialogue.

General Electric Information Services Company

General Electric is a huge, multifaceted corporation with many education and training components. The General Electric Information Service Company (GEISCO), a subsidiary of General Electric, provides commercial time-sharing computing services to 6,000 customers in 600 cities throughout the world. Because of the sophisticated nature of its products and services, GEISCO has made a substantial commitment to training and the professional growth of its personnel.

A focal point of GEISCO's training program is its International Training Center in Rockville, Maryland. The center provides education and training services to students from the company and from around the world. Over 25 full-time instructors and an equal number of part-time instructors from business and university settings handle the bulk of internal training courses. These courses include a three- to six-week New Employee Training Seminar, a yearlong entry level program for college graduates interested in a career in the computing services industry, skill-building courses in such areas as financial management and effective communication, product training courses, industry training, engineering training, and a variety of one-of-a-kind seminars. Courses vary in length, depending on course objectives, and use a wide range of instructional methods and materials including films, video, and computer and word processing equipment.

The center is an attractive, professional facility housing nine class-

rooms with retractable walls that can be adapted to handle small groups of 10 or groups as large as 300. Individual learning centers are also available. Up-to-date audiovisual equipment is readily available. Equipment includes videotape recorders, 16 mm sound equipment, overhead projectors, built-in screens, Claridge "write-on" walls, rear screen 35 mm projection, and computerized programmers for multi-image presentation. In three separate rooms, up to 30 persons can be accommodated at computer terminals. The facility also has a small studio with equipment and personnel for its own video productions. The center is in constant use year-round for customer and employee education.

In addition to training at its center, GEISCO also has 14 training specialists and three managers located in various cities around the country to provide customer training throughout the year. These specialists teach fundamental, intermediate, and advanced courses related to GEISCO's products and services. They also plan and implement curriculum for customer courses.

General Foods Corporation

The General Foods (GF) Corporation provides an example of how one company views training as a key ingredient for coping with change. GF has a long history of training and encourages and supports training at all levels of its organization. GF has developed philosophical and policy positions, described below, that guide the corporation's approach to training.

> GF believes people want and should be given an opportunity for individual growth and development, and should be encouraged to increase their knowledge and improve their skills.
>
> Training and development goals should address performance related business and personal needs.
>
> Training and development is the responsibility of each employee and his/her manager.
>
> Training needs and goals are established through Management Process discussions.

The training program and the results of the training, not the employee, are evaluated.[9]

The Management Process is an example of GF's philosophy, involving ongoing discussion between the manager and employee in the areas of work agreements and working relationships. In evolving a contemporary program to implement its philosophy, GF has developed a training strategy to provide realistic, corporatewide training that minimizes disruption to work while improving individual and organizational effectiveness and productivity. Training option proposals are developed by line managers in collaboration with the personnel function. The development of a proposal involves active participation by trainees and is based on a careful assessment of training needs. The personnel function, which is responsible for the design, development, and implementation of a proposal, uses both internal and external resources as needed and available. The whole training process is designed to be highly participative, thereby increasing its acceptance and utility.

Business-Based Education

In addition to education and training for their own personnel and customers, some businesses have established their own credit and degree granting schools. For example, the Bell and Howell Education Group, a subsidiary of Bell & Howell Company, operates seven technological institutes that offer technician diplomas as well as associate and bachelor's degrees. The institutes recently entered the mainstream of academia by becoming candidates for accreditation by the North Central Association of Colleges and Schools.[10] Wang Institute, a subsidiary of Wang Laboratories, offers a master's degree in software engineering. As early as 1973, the Arthur D. Little Management Institute was granted the authority to award a Master of Science in Management degree. Both the Wang and Little degrees are recognized by the Massachusetts Board of Higher Education, and the Little degree by the New England Association of Colleges and Secondary Schools.[11]

Toward the Future

Russell Doll argues that the great increase in industrial training

programs, along with the growth of multinational corporations and the decline of public financial support for education, may lead to a dramatic shift in education from institutions of higher education to corporations.[12] In his scenario, economic and political crises, along with loss of confidence in public schools, will severely undermine financial support for public schools and colleges. Corporations will meet the crisis by evolving education programs for K-12 and at the post-secondary level. Education in a postdemocratic, technocratic age of worldwide corporate management will be primarily in the hands of business and industry, especially the large multinational corporations.

Doll's scenario, based primarily on unchanging linear projections of some present trends, is neither necessary nor desirable. Even if it is true, as Doll and others argue, that schools and colleges have not met the emerging need of business and industry, it does not follow that the broader needs of education will be better met by corporation-based and corporation-directed education. If, in fact, we are evolving into a highly technocratic age dominated by multinational corporations, I would argue that we need more than ever, not business-dominated education, but a partnership of education across diverse institutions in our society. The growing role of education in business and industry is an encouraging development, not as a prelude to the dissolution of public education or community-based education, but as a sign of the importance of sustaining and diversifying education throughout society rather than relying unrealistically upon one or two institutions. The broad goals of education in a democratic society, even a highly technological one, will be achieved, not by shifting the responsibility of education from one set of institutions (school and colleges) to another (corporations), but by building partnerships and networks in a system of mutual support and cooperation.

Education and the Human Services

There are educators who take for granted that education is an important part of the broader human services field. But there are human services authorities who take for granted that education is *not* an integral part of the human services field. Because of this discrepancy, it is important to clarify the role of education in human services. We will then be in a better position to understand how to build bridges between education and the other human services and to develop working connections among the educational components of diverse human services.

It should come as no surprise that in a field so broad as the human services there are conflicting opinions about the nature and scope of the field. However, many educators may be surprised to learn that some human service authorities exclude education from the field. Two recent texts for human service workers barely mention education and teaching. In one case, the umbrella human agency concept makes no reference to education,[13] and in the other, teaching is not listed in the nine major roles performed in the delivery of human services.[14] This point of view holds that human services are roughly synonymous with social services, assisting vulnerable persons with problems of psychological or social survival rather than satisfaction and fulfillment.

This narrow notion of human services can have damaging practical consequences in what is commonly referred to as the human services movement. A national human services movement has been growing steadily over the past decade. It encompasses a wide array of efforts, within and across many helping and human-oriented professions, to increase the effective and efficient administration and delivery of all human services. Including such fields as health, social services, and recreation and leisure services, it is characterized by a systematic integration of helping services and a holistic approach to service delivery. The major impetus for the movement has been primarily in disciplines associated with mental health (e.g., social work, community psychology) and public administration. The evolution of the movement in mental health and public administration has resulted in a

strong social service or social work orientation, but with a relatively minor role for education. If education's role in the human services movement is restricted or nonexistent, it is not hard to conceive what a large gap will result in efforts to achieve an integrated, holistic approach to the human services.

Education as a Human Service

Education is, of course, an immense human services endeavor; a human services concept without education is incomplete and inadequate. Fortunately, there is already substantial interest among educators in the human services and the training of human service professionals. For example, in 1976 the American Association of Colleges for Teacher Education (AACTE) spoke very clearly about the role of the teacher as a human service professional who can function in a variety of settings. Since that time AACTE, through publications and conferences, has continued to broaden the discussion of the role of education in the human services movement. Even among noneducators there is a growing acceptance of the role of education in the human services. Keith F. Mulrooney, a public administrator, has written:

> A broad definition of human services would almost certainly include education . . . Public health, nutrition, drug and alcohol education, job training, counseling, delinquency prevention, and recreation are some of the human services programs which will benefit from close ties to public school programs.[15]

The most comprehensive, systematic, and definitive categorization of human services is provided in *UWASIS II: A Taxonomy of Social Goals and Human Service Programs*.[16] *UWASIS II* (United Way of America Services Identification System, second edition) is something of a bible for the human services and an indispensable guide for educators in relating their work to the broader human services movement. UWASIS provides a comprehensive definition of human services: "All human services strive for one ultimate goal: a happy life for each human being on this planet." The UWASIS system of identifying, classifying, and defining human service programs is built on the premise that "all organized human endeavors characterized here as human service programs—can be traced to one ultimate purpose or

goal overriding all others, and that is, to enable individuals to live a well-adjusted and satisfying experience and to enable them to realize their full potential."

The UWASIS taxonomy is organized according to eight social goals covering the whole range of human services. Each of the eight goals identifies a major human services area with subcategories of service systems, types of services, and types of programs. The eight goals or areas are:

Goal 1: Optimal income security and economic opportunity

Goal 2: Optimal health

Goal 3: Optimal provision of basic material needs

Goal 4: Optimal opportunity for the acquisition of knowledge and skills

Goal 5: Optimal environmental quality

Goal 6: Optimal individual and collective safety

Goal 7: Optimal social functioning

Goal 8: Optimal assurance of the support and effectiveness of service, through organized action

The UWASIS taxonomy is important not only because it provides a comprehensive and detailed categorization of all human services, with education as an integral part, but also because it describes education itself in a very broad way. Goal 4, "Optimal opportunity for the acquisition of knowledge and skills," is described as follows:

> This broad social goal is the provision of optimal opportunity to everyone in the society to acquire knowledge and skills so that they may achieve optimal social functioning in the broadest sense of the term—optimal social, economic, political and intellectual participation in society. Their service systems are thus geared to the formal-informal and supplementary education of the individual, covering his or her entire life-span.

This broad description of education is fully consonant with that of Cremin (see chapter one). It provides further support for developing an overall education system that productively ties together diverse educational activities directed toward similar or complementary goals.

It should be clear by now that education is related to the human services in two important ways. First, education is one of the major fields in the broader area of human services. Second, education is a multifaceted activity that cuts across the other human service fields; for example, nutrition education in a public health agency, environmental education in a parks and recreation agency, consumer education in a social service agency, or fine arts education in a museum.

Human Service Educators

Unlike in business and industry where educators are at least loosely associated as human resource developers in a major national association (American Society for Training and Development), there appears to be no overall umbrella identification or organization for educational specialists in the human services. Educators in the human services tend to function not only apart from educators in other fields such as schools and colleges and business and industry, but also apart from one another. There is no network that ties together, even loosely, the efforts of educators in such closely related settings as museums, libraries, social service agencies, and recreational and leisure agencies. Yet in all of these settings, there is a significant amount of education occurring, both direct and indirect, and in these many settings there are persons who are specifically designated as educational specialists.

In an effort to clarify the role of educational specialists in the human services field, AACTE has identified such educators as human service educators, as distinct from human service providers.[17] The *human service educator* is directly involved in the teaching/learning process and fulfills a specifically educative role in delivering or directly managing educational programs. The term *human service provider* is used for those professionals whose major roles are the direct delivery of other kinds of services such as rehabilitation or probation counseling, museum preservation and display, recreational administration, or income maintenance. The distinction between these terms presents a

minor semantic difficulty because a human service educator is, in fact, a kind of human service provider. Additionally, there are noneducational human service providers, for example, counselors, whose functions are often educational in purpose and whose training is frequently in a school or department of education. Despite these difficulties, distinguishing the roles of the human service educator from the human service provider does have the advantage of highlighting the direct education function of human service agencies and the distinct place of educational specialists—human service educators—in these agencies.

Human Services Education

The YMCA and YWCA are excellent examples of how education and educators work in a human service setting. In an attractive, eight-page newspaper-type brochure, a big city Y recently presented its schedule of fall classes. Somewhat similar to announcements of community colleges, it presented descriptions of courses in such areas as dance, pre- and postnatal fitness, art, and a variety of languages. The backgrounds and qualifications of teachers were described. A full schedule of times, fees, and meeting places was presented. The Y is a multiservice human service organization, and there is no doubt that education is one of its major services.

A recent fall program guide of a Jewish community center in the same metropolitan area presented an equally extensive array of educational activities and offerings. A prominent feature of this center's program is its School for the Visual and Performing Arts, including art, music, dance, and theater. A carefully planned curriculum contains a wide variety of 15-week courses for serious study as well as for enrichment. It is especially noteworthy that this center's school has an agreement with the local school system so that elective credit can be given to high school students, and high school internships are available.

Adult educators in particular will recognize these kinds of programs and quickly point out that examples of similar programs could be cited in communities all across the country. For example, family-life education and marriage enrichment are popular programs for adults

and families. In some cases, such education is offered by community-based organizations. One such typical organization in a large city operates as a nonprofit, volunteer organization of lay persons, educators, and professional and paraprofessional counselors who offer an ongoing series of courses and study groups in parenting, marriage, interpersonal communication skills, career development, and similar topics. In some cases, parts of these family education programs have been associated with local colleges and offered for credit; while in other cases, they have been offered in collaboration with local public schools. Also, family-life education is offered in a variety of human service settings, such as day-care centers.

Human services education also includes many programs of adult basic education, located in such settings as community-based adult education settings, rehabilitation agencies, and correctional institutions. For example, at the Maryland Correctional Institution, inmates can participate in a life-skills program that provides a well-organized instructional program in general knowledge areas (health, government and law, occupational knowledge, consumer economics, and community resources) that stress the skills of reading, writing, computation, and problem-solving. This kind of program is typical of adult basic education programs that are offered in a variety of human service settings nationwide.

Human services education serves children and youth as well as adults. Every reader is familiar with the reading and discussion programs that libraries sponsor for children. Music, arts, and crafts are typical educational programs sponsored by community-based organizations. Recreational and park services offer educational activities for understanding and appreciating nature and ecology. Museums, zoos, and art centers all offer educational programs for children. The National Air and Space Museum in Washington has an education division offering programs for teachers as well as children, a type of service offered also in other museums. Many day-care facilities provide not only care for children but also education about childhood for parents.

This chapter began by noting that some human services authorities ignore the role of education in the human services. From the examples and discussion, there can be little doubt now that education is a vital

human services activity in its own right and a pervasive part of many human service institutions and agencies.

The connection between education in schools and colleges and education in other human services settings is already being discussed extensively in higher education institutions. Many schools, colleges, and departments of education recognize the extent and importance of human service educators and related specialists in addition to school teachers and other school personnel. For example, George Washington University's School of Education and Human Development offers degrees in museum education, dance education and dance as a performing art, and travel and tourism (as well as human resource development for the business and industry sector). These and similar programs signal the connections that are emerging and can be strengthened among schools, colleges, and human service agencies.

The case of elective high school credit noted above is replicated in other settings and could be extended significantly among schools, colleges, and other human service agencies. There is the possibility of collaborative programs that would permit schools to focus more effectively on core learning skills while cooperating with human services agencies to provide learning opportunities in other important areas such as family living, the arts, nutrition, and exercise. A comprehensive system of education that creates a network of education and educators across all diverse settings would enhance the possibility of these and similar forms of collaboration.

Planning for the Future of a Comprehensive System

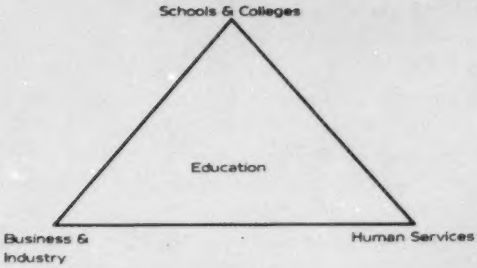
There are many examples of dialogue and cooperation among educators and other professionals across the diverse settings in which education occurs. A few of these have been cited in earlier chapters. Very recently, the American Association of Higher Education had as its 1981 national conference theme partnerships between higher education and other institutions in society. In the previous year, the Department of Education and the National Association for Industry-Education Cooperation sponsored a series of conferences focusing on collaborative efforts. There have been other such meetings and projects at the state and local levels.

A next step, based on the ideas presented in this fastback, is to develop and implement a plan of action for a system (or systems) of education that would provide ongoing working connections among all educational sectors. Such a plan would have five parts, which are described briefly here.

The Present Situation

A first effort should be a comprehensive study to determine accurately the present state of collaborative educational efforts. There are already a few published studies that describe some existing cooperative projects and programs, such as *Industry-Education-Labor Collaboration: A Directory of Collaborative Councils*[18] and *Sharing Resources: Postsecondary and Industry Cooperation.*[19]

Most reports, like these, describe primarily programs of cooperation between the school and college sector and the business and industry sector. A more comprehensive study would encompass cooperative educational projects that also include the whole human services sector. The purpose of such a study would be to present the existing links among all three major sectors in which education occurs: schools and colleges, business and industry, and the human services. These three broad institutional sectors can be illustrated as a triangle in which education is, or could be, linked in a variety of formal and informal efforts.



A study on present collaborative efforts among these sectors and their component parts would be useful, not only to avoid duplication of effort but also to uncover areas in which cooperation has been weak but appears promising. It would present model programs that could be adapted to several settings and could serve as a base for establishing enduring connections among education across all settings.

Issues and Problems

The major issues and problems involved in establishing a comprehensive educational system need to be identified and explored jointly by representative leaders and educators from all major educational settings. Given the diversity of ideas about education, it is unlikely that the present fragmentation of educational practice can be overcome unless key actors from major educational settings establish and discuss an agenda of crucial issues and problems. Following are some of the outstanding issues:

1. The total scope and content of educational goals as they relate to diverse educational settings should be clarified. In chapter two, it was shown that the pursuit of different goals in different settings tends to fragment the total educational enterprise. This fragmentation only increases when goal differences are exaggerated and unexamined assumptions drive wedges between educators in different settings. For example, an educational goal of increased profits in the corporate sector can appear in conflict with a personal growth goal in liberal education unless both are examined as parts of a larger and more comprehensive system of education. Therefore, goal clarification is basic to

appreciating the possibility of working connections among educational enterprises in diverse settings. It is also a necessary first step to the second issue.

2. A comprehensive and integrated understanding of all educational goals should lead to a definition of shared, but differentiated, responsibility and accountability for the achievement of all major life goals in all life spheres: individual, societal, professional and vocational, corporate, and cultural (see chapter two). In the present "non-system" of education, each educating sector (schools and colleges, business and industry, human service institutions) tends to assume responsibility and accountability only for its own goals. A condition now exists in which educators in one sector, for example the public schools, may be harshly criticized (or ignored!) by nonschool educators who take no responsibility for the shortcomings in the schools. As long as there is no system of overall shared responsibility for education as a whole, vast educational resources from one sector will be largely unavailable to solve problems in other sectors. Each sector can say to the others, "That's their problem, not mine."

The challenge, therefore, is to build working connections so that the achievement of all major educational goals becomes, in some way, a shared responsibility across all sectors. This would result in an educational system in which, for example, business and industry educators would not stand outside the sphere of public school or college problems, but instead participate as responsible and responsive colleagues in an integrated system. Needless to say, this would mean closer cooperation generally on educational matters by the school, college, corporate, and human services sectors.

3. Complementary to shared responsibility is the issue of divergent responsibilities. A redefinition of the universe of education must respect and make clear the divergent, as well as convergent, aspects of the goals of each sector. Shared responsibility at one level of a comprehensive system would be instituted so that there is no adverse interference with the specific functions and purposes of individual sectors and their educating units. To say that museum educators, for example, would be part of a comprehensive system is not to say that museum education programs would lose any of their distinctive qualities or that

museum educators would give up their specialty role and responsibilities.

4. Funding is a serious issue for education in all sectors. Any integration or articulation of efforts across sectors must deal with issues and problems of funding. For example, since the education and training division of a financially healthy corporation is made possible by prices paid for the company's products, is it not reasonable to expect that some of that division's educational efforts may be directed to non-corporate purposes? Can tax incentives be used to stimulate closer connections between the corporate world of education and the school, college, and human services sectors? What mix of private and public funding is possible to build working connections that eliminate duplication of educational efforts and to encourage mutual support among educational sectors for the achievement of all educational goals?

5. A discussion among leaders from different sectors would have to deal with the kinds of structures and functional divisions that are necessary to achieve a continuing and working education system encompassing all diverse settings. The institutionalization of comprehensive working connections would be more than a coalition of associations representing sectors, but less than a hierarchical bureaucracy. It probably would provide an organized forum of sector leaders and representatives who would operate as a kind of overarching council to sustain a working network and to recommend policy. At the operational level, it would mean productive links among frontline educators and educational managers across diverse sectors. In any case, agreement about goals and shared responsibilities at the theoretical level would have to be translated into structures for working collaboration at the practical level.

These five items constitute a minimal agenda for examining the advantages and disadvantages of a comprehensive system of education. While exploring these issues, and no doubt others, representative leaders and practitioners from all major educational sectors can together lay the groundwork for establishing a comprehensive educational system. Thus, convening such representatives with an action-oriented mission would be the second part of a plan to initiate a comprehensive system.

Getting to Know One Another's Work

The specialization of educating units, subunits, and disciplines tends to make practitioners focus narrowly on their own discipline's goals and ignore, even sometimes disparage, the goals of other units. For example, a liberal arts college professor may minimize or even belittle the value and educational aspects of commercial enterprises involved in production and profits. A family social service worker may ignore the family's role in literacy education; a business training manager may imply that education's value is measured only by narrow utilitarian objectives; and a program planner in the performing arts may make no contact with potential learners in a construction workers union.

Dialogue among educators from different settings does occur, but it is minimal and sporadic. Increased direct professional contact between educators from different settings would be a step toward breaking down the insularity that develops in educating units in different settings. Three methods for increasing organized contact would be interunit seminars, interunit observations (sometimes called "shadowing"), and interunit exchanges of training personnel. Seminars would provide a forum for discussion among educators from diverse settings, and shadowing and exchanges would offer educators firsthand knowledge of one another's work. Interunit seminars, interunit shadowing, and interunit personnel exchanges, focusing on issues and problems of fragmented educational goals and efforts, could be used to attack the present balkanization of educating units.

Another positive step (the fourth part of the action plan) would be to broaden the impact of the educational environment of specialized educating units. People learn not only through direct institutional activities but also from many other cues and stimuli in an instructional environment. So, for example, in-house newsletters and bulletin boards could be used to publicize information related to educational goals other than those of the unit itself, such as information on the GED, voter education programs, museum and art shows, job training, and many others. In this way the environment of a specific educating unit would at least support a positive appreciation of educational goals other than its own.

A fifth complementary part of an action plan would be governmental action that would encourage and support the development of a comprehensive system with productive connections and sustaining structures. The motivation for such support would not be to create a government-run educational system or any kind of bureaucratic super system. Rather, government could assist because of its favorable position to convene diverse groups and provide a representative forum for broad-based discussions. It could help to establish a focus for collaboration, consensus-building, and structural continuity among different educating units. Additionally, federal, state, and local governments could broaden the impact of educational policies on quality and equality by encouraging the participation of nonschool educating units in the achievement of goals now almost exclusively associated with formal education. Governmental action could also take the form of financial support either by direct grants or tax incentives for special projects and programs.

Conclusion

Education already occurs in many diverse settings. However, the achievement of the goals of education—individual, societal, professional and vocational, corporate, and cultural and leisure—is hindered by a lack of interrelatedness among educating units. Duplication of educational efforts wastes resources; discontinuity of educational experiences impedes learning; and fragmentation of educating units results in unmet educational needs.

I propose the broad concept of education be turned into a practical reality. In this reality, educating units from all sectors would be productively connected in a broad and comprehensive system of education. In such a system, individual educating units would continue to pursue their special goals but would also relate to and collaborate with other units in achieving all educational goals. Educators in all settings would promote an appreciation for the educational work of other settings and reinforce the achievement of their goals. Coordinated efforts would result in direct support and collaboration among diverse educating units. The system would not be a hierarchial, super bureaucracy, governmental or private, but would have sufficient structure to afford continuity in communication, collaboration, coordination, and problem solving.

The truism that education is undergoing great changes is manifest in the expanded and expanding concept and practice of education. This expansion prefigures the gradual emergence of a newly configured system of education. The challenge to all educators is to play a vigorous role in clarifying the unity of diverse educational practice and in shaping the comprehensive educational system of the future.

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